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ABSTRACT

A study examined the coordination of Minnesota vocational education and job training programs implemented with funding from the Perkins Act and Job Training Partnership Act (JTPA). A questionnaire regarding the coordination of job training and vocational-technical education was mailed to all of Minnesota's service delivery area (SDA) directors, secondary vocational directors, and technical college administrators. Responses were received from 10 of 17 SDA directors, 38 of 55 secondary directors, and 24 of 34 administrators. The major findings were as follows: a working definition of coordination is needed so that coordination can be discussed; conflicting eligibility requirements make coordination between Perkins and JTPA programs difficult; and many secondary vocational directors have little or no direct opportunity for involvement with Perkins or JTPA funding. It was recommended that Minnesota's State Board of Education, State Board of Technical Colleges, and Governor's Job Training Council develop a mutually acceptable working definition of coordination and work to improve secondary vocational directors' knowledge/skills in obtaining and using Perkins and JTPA funds. It was also recommended that Minnesota's technical colleges appoint representatives of private industry councils to serve on their general and program advisory committees. (Appended are the questionnaire and lists of acronyms and project committee members. Included are 28 tables. Contains 12 references.) (MN)

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ED 372 202

State Council on
Vocational Technical Education
STATE OF MINNESOTA

PERKINS-JTPA EVALUATION:

Analysis of Adequacy, Effectiveness, and Coordination for the Two Years Ending June 30, 1992

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PERKINS-JTPA EVALUATION:

Analysis of Adequacy, Effectiveness, and Coordination for the Two Years Ending June 30, 1992

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The Council is particularly indebted to the members of the Project Committee on the Perkins-JTPA Evaluation. This committee provided advice and direction for this project overall, expanding in significant ways the insights and perspectives presented to the Council for its consideration. The committee was especially instrumental to the Council in helping give shape to the recommendations emanating from the evaluation findings.

The Council also wishes to express its appreciation to the staff members of the State Board of Technical Colleges and the Minnesota Department of Jobs and Training who participated in interviews and provided additional requested information.

The Council looks forward to ongoing cooperative efforts with the State Board of Technical Colleges and the Minnesota Department of Jobs and Training. Such cooperation will ensure that vocational technical education and job training continue to meet the needs of Minnesota's workforce while fostering cooperation and collaboration among all agencies involved with these functions. This is crucial in maintaining Minnesota's competitive stance in both the domestic and global marketplaces.

EXECUTIVE SUMMARY

Under the Carl D. Perkins Vocational and Applied Technology Education Act of 1990, Congress specified that state councils on vocational education are to evaluate the adequacy, effectiveness, and coordination of the delivery systems funded under the Perkins Act and the Job Training Partnership Act (JTPA) in achieving their respective purposes. This evaluation is to occur at least once every two years. Based on this Council's findings, recommendations are made to the:

1. Governor,
2. State Board of Technical Colleges,
3. State Board of Education,
4. Minnesota Department of Education,
5. Governor's Job Training Council,
6. Minnesota Department of Jobs and Training,
7. U.S. Secretary of Education, and
8. U.S. Secretary of Labor.

When referencing vocational technical education, the report covers Fiscal Years 1991 to 1992, which is the period from July 1, 1990 to June 30, 1992. When referencing job training, the report covers Program Years 1990 to 1991, which encompasses the same time period.

The purposes of the study are to: (a) address the accomplishments of Minnesota in fulfilling the goals of the Perkins Act and JTPA, (b) identify the overall strengths and weaknesses of the Perkins-JTPA coordination process, (c) identify issues about Perkins-JTPA coordination upon which to base recommendations, and, (d) disseminate the research findings and recommendations.

Recommendations

The three recommendations were based on the evaluation of the program delivery systems assisted under the Perkins Act and JTPA in terms of their adequacy and effectiveness in achieving the purposes of the two acts as well as the coordination between the two acts.

Recommendation One: Define Coordination. The State Council on Vocational Technical Education recommends that the State Board of Education, the State Board of Technical Colleges, and the Governor's Job Training Council cooperatively develop a working definition of coordination based on exemplary coordination activities.

Rationale: This recommendation was initially made in the Council's Perkins-JTPA evaluation for 1991 (State Council on Vocational Technical Education 1991, p. 79). Neither the Perkins Act nor JTPA legislation define coordination, although both

call for coordination to occur. The legislation assumes the need for coordination because of the large number and variety of existing individual federal programs. Coordination is viewed as the best way to avoid unnecessary duplication and overlap of effort. What is needed is a model of coordination activities based on identified exemplary practices.

A portfolio of exemplary practices could be developed that represents a broad range of Perkins-JTPA coordination activities from the classroom to the state agency. The emphasis should be on developing a range of possible coordination activities, rather than several examples of the same activity. Coordination activities might include such events as sharing board members and joint planning groups. Documentation of how the coordination activities avoid unnecessary duplication and overlap of effort while providing the needed services should help others to begin to coordinate Perkins and JTPA services or improve their current coordination efforts. A definition and model of coordination would also be useful for staff development. Staff could learn about, tailor, and apply these successful models in their local areas.

Finally, a definition and model of coordination would provide criteria upon which programs could be evaluated. This would improve Perkins-JTPA evaluations because specific criteria could be compared over time. This longitudinal evaluation process would measure and encourage the continuous improvement of coordination.

Recommendation Two: Role of Perkins and JTPA Funding in High Schools. The State Council on Vocational Technical Education recommends that the State Board of Education, the State Board of Technical Colleges, and the Governor's Job Training Council improve the knowledge and skills of secondary vocational directors in obtaining and using both Perkins and JTPA funds.

Rationale. Secondary directors surveyed reported that they needed more information on how to access JTPA funds. This lack of information hampers their ability to obtain JTPA or Perkins funding. This was implied when a number said they get little or no JTPA or Perkins funding. Deliberate training of secondary director respondents on the availability, eligibility, and purpose of Perkins and JTPA funds would increase the ability of secondary vocational directors to obtain funding under these acts.

Recommendation Three: Regarding Advisory Committee Membership. The State Council on Vocational Technical Education recommends that (a) the technical colleges appoint representatives of private industry councils (PICs) to serve on their general and program advisory committees, and (b) PICs encourage representatives of the technical colleges to participate in their meetings.

Rationale: This is a recommendation that the Council also made in the Perkins-JTPA evaluations of 1989 and 1991 (State Council on Vocational Technical Education, 1989, p. 77, 1991, p. 79-80). SDA administrators and technical college administrators replied in the survey that some PIC members and technical college staff serve on each

others' boards and committees. However, most respondents indicated that participation appears to be low or not well-known. A continued need exists to encourage the participation of representatives on each others' committees so that they share the expertise and knowledge about vocational technical education and job training.

Research Process and Results

Many of the issues that were used to establish the framework of this evaluation were derived directly from the language of the Perkins Act and JTPA mandating the coordination of vocational technical education and job training. Issues for the evaluation were identified from research literature, documents published by the State Board of Technical Colleges, the Minnesota Department of Jobs and Training, and through interviews with state agency staff and others.

A questionnaire regarding the coordination of job training and vocational technical education was mailed to the SDA directors, secondary vocational directors, and technical college administrators. The following are the results and conclusions from the survey.

Findings from the Questionnaires

1. JTPA legislation does not provide a working definition of coordination; therefore, many respondents found it difficult to respond when asked about coordination issues.

2. There is a need to improve the distribution of policy and procedure information for obtaining Perkins and JTPA funds including procedures for coordinating services once programs are funded.

3. Eligibility requirements between Perkins and JTPA programs differ, making it difficult to coordinate programs.

4. A shortage of staff appears to result in ineffective coordination at the administrative level.

5. Respondents were evenly divided about whether State Board of Education policies and federal regulations are an obstacle to coordination.

6. Discretionary Perkins and JTPA funds are often neither obtained nor sought because either the respondent is unaware of the application process or the paperwork is too difficult for the sum of money involved.

7. Discretionary Perkins and JTPA grants contribute to coordination primarily because regulations require specific interagency planning.

8. Many secondary vocational directors stated that they have little or no direct opportunity for involvement with Perkins or JTPA funding.

Findings Regarding the Carl D. Perkins Vocational Education Act in Minnesota, July 1, 1990 - June 30, 1992

The purpose of the Carl D. Perkins Vocational and Applied Technology Education Act Amendments of 1990, Public Law 101-392, is to make the United States competitive in a global economy by investing in the academic and occupational skills of its people.

Minnesota received a $15,532,951 grant in Fiscal Year (FY) 1991, and $15,352,691 in FY 1992, for all Perkins programs. For FY 1991, the State Board of Technical Colleges satisfied all of the provisions of the 1984 Carl D. Perkins Vocational Education Act, and in FY 1992, it satisfied provisions of the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 with regard to the categorical expenditure of federal monies. This is documented in the annual *Minnesota State Plan for Vocational Technical Education*. Additional documentation of compliance is available in the Board's annual performance reports which compile the outcomes of the State Plans.

It is necessary when discussing the strengths and weaknesses of the vocational technical education system in Minnesota to point out the federal-state partnership that was created by the Perkins legislation to deliver vocational services. The federal government has broad national goals for vocational technical education, and it uses financial incentives as well as legal mandates to influence states to pursue these goals. At the same time, the federal government encourages the state to pursue problems that are specific to its student population, workforce, and economy.

The positive outcomes in Minnesota--such as diverse program offerings for a variety of populations offered at a variety of technical colleges and secondary cooperative centers geographically dispersed throughout the state--suggest a healthy federal-state partnership that serves the needs of Minnesota youth and adults throughout the state. While the set-aside categories in the Perkins legislation provide incentives for technical colleges to serve the diverse special populations, it is questionable if the level of funding is sufficient.

Findings Regarding the Job Training Partnership Act in Minnesota, July 1, 1990 - June 30, 1992

The JTPA of 1982 is the nation's primary employment and training program for disadvantaged adults and youth. JTPA is based on four principles:

1. States and localities, rather than the Federal government, have the primary responsibility for administering the program.

2. The private sector has a key role in program planning and monitoring.

3. Program funds are an investment in human capital with emphasis placed on performance measures.

4. The program emphasizes training for unsubsidized jobs--not public service employment.

Minnesota received a $29,325,773 federal grant in Program Year (PY) 1990, and $30,606,260 in PY 1991, to administer all JTPA programs (Department of Jobs and Training, 1992). The JTPA grant is made to the Governor, who is the primary administrator of the funds. The Governor's Job Training Council advises the Governor on the distribution of JTPA funds. The Governor's Job Training Council has 20 members who represent business and industry, the Legislature, local governments, the labor movement, community-based organization, and local education organizations. The Minnesota Department of Jobs and Training is the state administrative entity for: (a) Job Training for the Disadvantaged (Title IIA), which includes the Adult and Youth Program, 3 Percent Older Workers Program, and 8 Percent Education Coordination Program; (b) Summer Youth Programs (Title IIB), (c) Dislocated Worker Programs (Title III), and (d) Veterans (Title IV-C). The Minnesota Department of Jobs and Training allocates funds to the 17 service delivery areas (SDAs) that oversee the local delivery of job training programs.

Findings Regarding Coordination Between Programs Funded Under the Carl D. Perkins Vocational Education Act

The third phase of the evaluation is to determine the adequacy and effectiveness of the coordination that occurred between JTPA service providers and vocational technical education from July 1, 1990 to June 30, 1992. It is assumed by both the Perkins Act and JTPA that there is considerable overlap between the missions of vocational education and job training and, therefore, the programs assisted under these acts should coordinate their services to better meet the needs of clients. While neither law actually provides a definition of coordination, both provide some instructions and describe some coordination activities that vocational educators and job trainers must perform with each other.

Sixty percent of the education coordination funds authorized by section 123 of JTPA were allocated directly to SDAs. In accordance with JTPA, cooperative agreements were developed between the State Board of Technical Colleges, each SDA administration, and local education agencies to support vocational technical education and job training activities. This agreement consisted of a local plan of activities to be conducted during a given program year. Educational services usually consisted of individuals receiving specific occupational training, basic education in reading and mathematics, English as a second language (ESL) assistance, and/or remedial education leading to a general equivalency diploma (GED).

Section 123 of JTPA also calls for the implementation of special projects. In Minnesota, special projects frequently focused on pre-employment and basic job skills training. Full occupational retraining was not always possible until remedial activities, career assessment, and counseling activities had been cc npleted. The JTPA Unit of the State Board of Technical Colleges was involved in numerous contacts with the private sector, especially Minnesota's computer industry which experienced major lay-offs. Minnesota's technical colleges have been involved in coordinated assessment, occupational skills training, and job placement efforts for laid-off workers.

The JTPA Unit of the State Board of Technical Colleges, in cooperation with the National Retraining Center, has been involved significantly with companies such as the Unisys Corporation, Northern Telecom Corporation, and Control Data Corporation. These projects have involved helping dislocated workers from these companies assess their job skills, pursue retraining, and find new work comparable to, or better than, their previous jobs.

There are a variety of coordination activities that take place between vocational technical education and job training programs. The primary form of coordination involves the technical colleges providing assessment and vocational education services to JTPA clients. In addition, expertise is shared at both the state and local level in planning and administering Perkins and JTPA programs. Overall, the goal of coordination should be to provide the highest quality vocational technical education and job training services to those who need and want them, not administrative efficiency.

Conclusion

The Perkins funded vocational technical education programs and JTPA funded job training programs of Minnesota meet the basic provisions of the federal legislation, however, there is still a need to improve coordination. There is evidence that there are attempts to achieve coordination, however, coordination lacks the definition needed to be systemic and understood by all.

INTRODUCTION

The Job Training Partnership Act (JTPA) of 1982 and the Carl D. Perkins Vocational and Applied Technology Education Act (Perkins Act) of 1990 were passed by Congress to assist states in preparing people to be productive workers. The states were further charged to coordinate the two acts and were appropriated funds for this purpose.

Under the Perkins Act, Congress specified that state councils on vocational education evaluate the adequacy, effectiveness, and coordination of the delivery systems funded under the Perkins Act and the JTPA in achieving their respective purposes. This evaluation is to occur at least once every two years. Based on this Council's findings, recommendations are made to the:

1. Governor,
2. State Board of Technical Colleges,
3. State Board of Education,
4. Minnesota Department of Education,
5. Governor's Job Training Council,
6. Minnesota Department of Jobs and Training,
7. U.S. Secretary of Education, and
8. U.S. Secretary of Labor.

The purposes of the study are to: (a) address the accomplishments of Minnesota in fulfilling the goals of the Perkins Act and JTPA, (b) identify the overall strengths and weaknesses of the Perkins-JTPA coordination process, and (c) identify issues about Perkins-JTPA coordination upon which to base recommendations, and (d) disseminate the research findings and recommendations. When referencing vocational technical education, the report covers Fiscal Years (FY) 1991-92, which is the period between July 1, 1990, and June 30, 1992. When referencing job training, the report covers Program Years (PY) 1990-1991, which encompasses the same time period.

The Research Design

Many of the issues that were used to establish the framework of this evaluation were derived directly from the language of the Perkins Act and JTPA mandating the coordination of vocational technical education and job training. Issues for the evaluation were identified from research literature, documents published by the State Board of Technical Colleges and the Minnesota Department of Jobs and Training, and through interviews with state agency staff and others.

In preparing this report, the Council followed nine basic procedures. The Council:

1. Reviewed recent research about intergovernmental coordination, especially between vocational technical education and job training;

2. Reviewed annual reports and other documents relevant to statewide Perkins-JTPA coordination published by either the State Board of Technical Colleges or the Minnesota Department of Jobs and Training;

3. Spoke with key administrators and supervisors at the State Board of Technical Colleges and the Department of Jobs and Training about how coordination was, or was not succeeding;

4. Identified and used Perkins-JTPA coordination issues to prepare a questionnaire about coordination for Minnesota vocational technical education and job training service providers at the local level;

5. Developed a project advisory committee on the Perkins-JTPA evaluation consisting of members representing: (a) educational institutions (both secondary and postsecondary), (b) the Minnesota Department of Education, (c) the Minnesota Department of Jobs and Training, (d) service delivery areas (SDAs) and (e) the State Board of Technical Colleges;

6. Met with advisory committee to develop the evaluation process and questionnaire as well as the findings and recommendations;

7. Prepared a narrative description of the major accomplishments and issues involved in Perkins-JTPA coordination in Minnesota;

8. Used the revised questionnaire to survey the technical college administrators, secondary vocational directors, and JTPA service delivery area (SDA) administrators, and;

9. Analyzed, reported, and submitted the combined findings and the Council's recommendations based on the findings to the appropriate parties.

CHAPTER ONE
IMPLEMENTATION OF THE CARL D. PERKINS VOCATIONAL AND APPLIED TECHNOLOGY EDUCATION ACT OF 1990

The purpose of the Carl D. Perkins Vocational and Applied Technology Education Act Amendments of 1990, Public Law 101-392 is:

> to make the United States more competitive in the world economy by developing more fully the academic and occupational skill of all segments of the population. This purpose will principally be achieved through concentrating resources on improving educational programs leading to academic, occupational, training, and re-training skill competencies needed to work in a technologically advanced society (Carl D. Perkins Vocational and Applied Technology Education Act of 1990, Sec. 2).

In order to achieve its purpose, the Perkins Act distributes funding to the states based on specific requirements in the act. The Perkins Act specifies percentages of the Title II grants to be used for programs, services, and activities to assist specific populations. There were some changes in the way in which percentages were assigned from FY 1991 to FY 1992 which are illustrated in Table 1. Among the new provisions of the Perkins Act are requirements that states establish systems of outcome-based standards for, and measures of, program performance, and that local districts use these standards as a basis for accountability and program improvement. These provisions were to be in place by Fall 1992.

The primary sections of the Carl D. Perkins Vocational and Applied Technology Education Act Amendments of 1990 are:

Title I--Vocational Education Assistance to the States
Title II--Basic State Grants for Vocational Education
Title III--Special Programs

Each year in the *Minnesota State Plan for Vocational Technical Education*, the state of Minnesota documents the programs offered to achieve the purposes of the Perkins Act. Tables 1 through 11 in this chapter are drawn from data for FY 1991 and FY 1992. The balance of this chapter details Minnesota's accomplishments in implementing the Perkins Act. Despite some changes in the Perkins Act from FY 1991 to FY 1992 the same basic populations are still served by Title II. They are:

1. criminal offenders who are in correctional institutions,
2. single parents and homemakers,

3. limited English proficient,
4. individuals who participate in programs designed to eliminate sex bias and stereotyping,
5. disadvantaged individuals, and
6. handicapped individuals.

Table 1: Perkins Title I, II, and III Allocations for FY 1991 and 1992

Title	Percent	Allotment	Carryover	Total Budgeted
IIA				
Criminal Offenders	1.0%	$ 125,309	$ 14,522	$ 139,831
Single Parent	8.5%	$ 1,065,125	$ 273,075	$ 1,388,200
General Adult	12.0%	$ 1,503,705	$ 0	$ 1,503,705
Sex Equity	3.5%	$ 438,581	$ 174,133	$ 612,714
Disadvantaged	22.0%	$ 2,756,793	$ 23,982	$ 2,780,775
Handicapped	10.0%	$ 1,253,088	$ 22,522	$ 1,275,610
State Administration		$ (943,184)	$ 142,778	$ 1,085,962
IIB				
Improvement/Flexibility	43.0%	$ 5,388,277	$ 497,416	$ 5,885,693
III				
Special Programs		$ 737,956	$ 172,505	$ 910,461
Total	100.0%	$14,212,018	$ 1,320,933	$ 15,532,951

FY 1992[1]

Title	Percent to State	Allotment
IA		
State Administration	5.0%	$ 677,466
IIA		
State Program and State Leadership	8.5%	$ 1,151,693
IIB		
Sex Equity/Single Parent	10.5%	$ 1,422,680
Criminal Offender	1.0%	$ 135,493
IIC		
Eligible Recipients	75.0%	$ 10,161,996
III		
CBO/Consumer-Homemaking		
Tech Prep		$ 1,803,363
Total	100.0%	$ 15,352,691

[1]No Carryover for FY 1992

Programs for Incarcerated Criminal Offenders

Criminal offenders refers to any individual who was charged with or convicted of any criminal offense including a youth or juvenile offender.

Incarcerated Criminal Offender Programs in FY 1991. The *State Plan for Vocational Technical Education* states that funds for incarcerated criminal offenders will be used for the following purposes at the secondary and postsecondary level:

1. hiring of counseling staff--participants receive career counseling with an emphasis on further education; and,
2. developing instructional materials to meet the needs of participants.

Postsecondary funds are distributed through the request for proposal (RFP) process and are advertised in the *State Register*. In FY 1991, St. Paul, East Grand Forks, and Dakota County technical colleges each received grants of $25,000 and provided the following services to 143 inmates at three correctional institutions:

1. Basic skills assessment,
2. Prevocational/remediation skills,
3. Transition to career,
4. Interest testing, and
5. Job seeking skills.

Secondary vocational education worked with the Minnesota Department of Corrections to develop a plan for juvenile offenders in state and non-state correctional facilities. Each state-run facility was evaluated and a plan was developed to better use federal funds. The second phase of the plan that began in FY 1990 and continued into 1991 created cooperative partnerships with judicial services, local education agencies, law enforcement agencies, and regional correctional facilities. Services furnished included vocational evaluation, limited transition services, and supplemental support services.

Table 2: Criminal Offender Programs for FY 1991

Funding	Secondary Enrollments	Postsecondary Enrollments		Total
		Male	Female	
$ 139,831	1,555	744	54	2,353

Incarcerated Criminal Offender Programs in FY 1992. In FY 1992, funds designated for criminal offenders were sent directly to the Minnesota Department of

Corrections for use in vocational education programs in correctional facilities. Ten correctional facilities received Perkins funds. Five were state facilities and five were community-based facilities.

Table 3: Criminal Offender Programs for FY 1992

Funding	Secondary Enrollments	Postsecondary Enrollments	Total
$ 135,493	1,446	276	1,722

Programs for Single Parents and Homemakers

Single parent refers to a person who was unmarried or legally separated and had a minor child or children for whom they had sole or joint custody. Homemaker refers to an adult who had worked as an adult primarily to care for the home and family without remuneration.

Single Parent/Homemaker Programs in FY 1991. Funding for the single parent/homemaker programs were awarded in a competitive process. The highest-rated proposals were funded within available funds. The categories of projects funded were:

1. Women's centers
2. Support services
3. Outreach and marketing
4. Special activities
5. Statewide single parent/homemaker projects
6. DISCOVER[2]

Table 4: Single Parent/Homemaker Programs for FY 1991

Funding	Secondary Enrollments	Postsecondary Enrollments		Total
		Male	Female	
$ 1,338,200	703	194	1,439	2,465

[2] DISCOVER is a skill development option for women entering a nontraditional career. It consists of five courses: personnel development; career enhancement; applied issues; basic skills; and introduction to trade, industrial, and technical occupations.

Single Parent/Homemaker Programs in FY 1992. Services at the technical colleges to single parents, displaced homemakers and single pregnant women included recruitment, registration, retention, and job placement. The following services have been identified as most needed by this group of individuals:

1. Qualified person(s) on campus to provide assistance,
2. Resource center where assistance can be provided, and case managers if necessary, and
3. Quality, affordable child care.

Table 5: Single Parent/Homemaker Programs for FY 1992

Funding	Secondary Single Parent Enrollments	Secondary Displaced Homemaker Enrollments	Postsecondary Enrollments
$ 1,151,693	532	139	2,599

Programs for those with Limited English Proficiency

Limited English Proficiency (LEP) refers to an individual not born in the United States, whose native tongue was not English, who came from an environment where a language other than English is dominant, or an environment which has a significant impact upon English proficiency.

Limited English Proficiency Programs in FY 1991. Vocational technical education was provided to these students in English and the relevant native language. The types of languages provided at each campus depended upon the numbers and needs of specific LEP students. Some of the services available are bilingual counseling, assessment, tutoring, mathematics, reading, and English as a second language.

The following initiatives were designed to improve access to LEP programs:

1. Evening classes at off-campus sites,
2. Hispanic and Asian counselors,
3. Mobile assessment,
4. Recruitment by bilingual vocational advisors at high schools and college fairs, and
5. Recruitment of LEP students into a broad range of programs.

The *Minnesota Annual Performance Report on Vocational Technical Colleges* for FY 1991 categorizes LEP students as disadvantaged. They received services that were reasonable and appropriate for their needs.

Table 6: Limited English Proficiency Programs in FY 1991[3]

Funding	Secondary Enrollments	Postsecondary Enrollments	Total
	210	1,422	1,632

Limited English Proficiency Programs for FY 1992[4]. The Minnesota Technical College System participates in the federally funded project, Capacity Building for States. As a result of this project, five campuses have been able to improve assessment, curriculum adaptation, and recruitment for LEP students. Another effort to improve services for students includes training for technical college faculty in techniques more appropriate to LEP students. Secondary vocational education programs served 639 LEP students in FY 1992.

Programs for the Elimination of Sex-Role Stereotyping

Vocational sex equity refers to equal educational opportunities in vocational technical education programs for persons of both sexes and the activities to eliminate sex discrimination and sex stereotyping in all vocational education programs. A nontraditional program for a specific gender refers to programs where the participation rate for the opposite gender is over 75 percent.

Programs for the Elimination of Sex-Role Stereotyping in FY 1991. Technical colleges were awarded grants to implement sex equity activities. The activities provided to eliminate sex inequities in instruction were:

1. In-service workshops for staff,
2. Staff time to develop and implement sex equity services,
3. Advertising to recruit individuals into nontraditional programs,
4. Speakers and support groups,
5. Courses such as DISCOVER, and
6. Nontraditional student career development and training.

[3] Funding for LEP programs is included in the funding category for disadvantaged students.

[4] Data on enrollment of postsecondary students in LEP programs is not reported by the State Board of Technical Colleges in the annual performance reviews for FY 1992.

A number of innovative projects such as workshops and special curriculum were developed to meet the needs of nontraditional students. A workshop to promote networking of nontraditional students was developed by Alexandria Technical College. Approximately 180 students, from 28 of the 30 technical colleges, attended each workshop. Another example of special curriculum adopted is entitled "Window of Opportunity for Women." This curriculum was designed to help staff improve recruitment, retention, and placement of women in non-traditional technical college programs. Five technical colleges offered the curriculum to their staff and at least eight staff were involved at each site.

Secondary vocational education had two major program goals for 1991. The first goal was to continue to develop and implement an informational and awareness project for statewide impact. A career awareness project entitled *Be Somebody: A Star* was made available to achieve the first goal. The second goal involved the research, development, and implementation of projects for selected vocational occupational areas with statewide impact. The instructors in selected vocational programs are to develop long-term comprehensive plans that would address specific issues for their area regarding:

1. Labor market demands,
2. Career opportunities,
3. High value employment potential,
4. Existing barriers,
5. Previous efforts to overcome barriers,
6. Time-frame of projects, and
7. Project evaluation.

These comprehensive plans were designed to be implemented over several years.

Table 7: Programs for the Elimination of Sex-Role Stereotyping in FY 1991

Funding	Secondary Enrollments	Postsecondary Enrollments		Total
		Male	Female	
$ 612,714	101,000	33	342	101,375

Programs for the Elimination of Sex-Role Stereotyping in FY 1992. An equity coordinator is funded on each technical college campus to implement the college's equity plan. Services provided to nontraditional students are recruitment, retention, curriculum review, staff development, and placement.

At the secondary level, 14 grants addressing sex equity were issued to school districts in FY 1992. Equity coordinators review curriculum to eliminate bias and work with high school counselors to recruit young women into non-traditional programs. At the time of this writing, enrollment information was not available.

Table 8: Programs for the Elimination of Sex-Role Stereotyping in FY 1992

Secondary Funding	Postsecondary Funding	Total Funding
$ 284,536	$ 1,138,144	$ 1,422,680

Programs for the Disadvantaged

Disadvantaged refers to individuals (other than those with disabilities) who have economic or academic disadvantages and require special services and assistance in order to succeed in vocational education programs.

Programs for the Disadvantaged in FY 1991. Supplemental support services are available for disadvantaged students at all 34 technical college campuses and workshops are available for staff to update their skills with regard to disadvantaged students. Supplemental services aim to enhance access to and completion of vocational programs by disadvantaged students. In 1991 there was an increase in the use of standardized assessments in order to improve evaluation of student abilities and deficiencies.

Disadvantaged students have been "mainstreamed" into secondary vocational programs in Minnesota wherever and whenever reasonable and appropriate. This means disadvantaged students are placed directly in existing vocational programs. While in these programs, students are given needs assessments and provided with support services to meet their needs and help achieve the vocational education goals. Support service facilitators work with vocational instructors and technical tutors to provide remedial and technical tutoring that meets the students' individual needs. Vocational evaluation is also provided to students to determine an appropriate vocational program and support services each student would need to achieve their potential.

Table 9: Programs for the Disadvantaged in FY 1991

Funding	Secondary Enrollments	Postsecondary Enrollments	Total
$ 2,780,775	22,667	21,698	44,365

Programs for the Disadvantaged in FY 1992[5]. During FY 1992, the Minnesota Technical College System shifted from direct service to the disabled and disadvantaged to partnership service. This means that special needs staff work personally with program instructors to help them accommodate students in mainstream classroom settings.

Special needs activities now focus not only on helping students improve basic skills but also on empowering students and faculty to improve the quality of the classroom experience. Program faculty are encouraged to modify their teaching style to address the unique learning styles of all their students. Students are provided with information about how to request accommodations from teachers.

The number of disadvantaged students served in FY 1992 in secondary vocational secondary programs was 8,080.

Programs for the Handicapped (Students with Disabilities)

Handicapped as defined in Section 3(2) of the Americans with Disabilities Act of 1990 means any individual with any disability. With respect to an individual, the term disability means (a) a physical or mental impairment that substantially limits one or more of the major life activities of such individual, (b) a record of such an impairment, or (c) being regarded as having such an impairment.

Programs for Students with Disabilities in FY 1991. Students with disabilities in technical college programs are referred from secondary special education teachers, the Division of Rehabilitation Services, and from high school counselors. Supplemental services in mainstream vocational technical education programs include assessment, curriculum modifications, note taking for the deaf, and bilingual support services. Finally, an agreement has been developed to assist persons with disabilities in the transition from school to community living and employment.

Recruitment of students with disabilities in secondary vocational education programs in FY 1991 was based on referrals from high school counselors, parents, students, and teaching staff. Because of the increased activity of special needs advocacy groups, the number of local educational areas providing programs for these students has increased. In all, 180 local educational areas provided services to approximately 7,500 male students and 5,300 female students.

[5] Data on enrollment of postsecondary students in Programs for the Disadvantaged is not reported by the State Board of Technical Colleges in the annual performance reviews for FY 1992.

Table 10: Programs for Students with Disabilities in FY 1991

Funding	Secondary Enrollments	Postsecondary Enrollments	Total
$ 1,275,610	27,311	3,300	30,611

Programs for Students with Disabilities in FY 1992. Descriptions of services in the technical colleges available to the handicapped (students with disabilities) in FY 1992 appear under the heading "Programs for the Disadvantaged" in this report.

In FY 1992, 2,942 disabled students were served by secondary vocational education.

Summary of Perkins Act Implementation

The State Board of Technical Colleges satisfied all of the provisions and achieved the purpose of the 1984 Carl D. Perkins Vocational Education Act in FY 1991 and the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 in FY 1992 with regard to the categorical expenditure of federal monies. This is demonstrated in the annual *Minnesota State Plan for Vocational Technical Education for FY 1991 and FY 1992* that closely mirrors the Perkins legislation. Additional documentation of compliance is available in the annual performance reviews produced by the board that describe the outcomes of the State Plans.

It is necessary, when discussing the strengths and weaknesses of the vocational technical education system in Minnesota assisted by the Perkins legislation, to point out the federal-state partnership that was created by the legislation in order to deliver vocational services. The federal government has broad national goals for vocational technical education, and it uses financial incentives as well as legal mandates to influence states to pursue these goals. At the same time, the federal government encourages the state to pursue problems that are specific to its student population, workforce, and economy. The positive outcomes in Minnesota that result from the Perkins legislation usually result from a healthy federal and state fiscal partnership that provides financial support for the strong local delivery of vocational services. The inadequacies are often a product of Perkins goals that are insufficiently supported by federal funds.

CHAPTER TWO
THE JOB TRAINING PARTNERSHIP ACT OF 1982

The Job Training Partnership Act (JTPA) was enacted in 1982 and is the nation's primary employment and training program for disadvantaged adults and youth. The primary purpose of JTPA is:

> to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment (JTPA, Sec. 2).

JTPA, which is permanently authorized, is based on four principles:

1. States and localities, rather than the federal government, have the primary responsibility for administering the program.

2. The private sector has a key role in program planning and monitoring.

3. Program funds are an investment in human capital with emphasis placed on performance measures.

4. The program emphasizes training for unsubsidized jobs--not public service employment.

JTPA is the last of ten block grants prepared by President Reagan as a part of his "New Federalism," which assigns to states and localities, rather than to the federal government, the responsibility for administering federally funded programs. JTPA contains many references to the states in overseeing the development of training activities and the local role in implementing these activities at their level (National Commission for Employment Policy 1987, 1). This gives states license to develop pro-grams that meet the specific economic and private sector needs of both the state as a whole and at local levels known as service delivery areas (SDAs).

The second JTPA principle is to delegate job training leadership to the private sector. JTPA assumes that local business representatives are more aware than public officials of the job training needs of their communities. It also assumes that local business representatives will have a concern for efficiency and performance in JTPA programs often found lacking under the Comprehensive Employment Training Act (CETA) and other earlier employment and training programs. An integral part of the JTPA program is the guidance received from the private sector working with local and state elected officials. The private industry councils (PICs) are formed in all SDAs nationwide and are required to be chaired by representatives from business or industry.

Furthermore, local business leaders must constitute the majority of PIC membership. At the state level, business representatives constitute one-third of the membership of state job training councils, the chairs of which cannot be government employees (Ibid.).

The third JTPA principle is that program funds are investments in human capital that yield profit and are not expenditures with no measurable return. Increased employment and earnings and reduced welfare dependency of participants are the measures of program success. The U.S. Secretary of Labor establishes performance standards which are accepted or modified by the governor of each state (Ibid., 2).

JTPA emphasizes placing participants in unsubsidized private sector jobs for training, rather than in public employment. The employer provides on-the-job training in a specific occupation, such as machine operator. JTPA usually reimburses the employer for one-half of the participant's wages during the training period. The goal is for the participant to eventually secure a long-term position similar to the training position.

Minnesota received a $29,325,773 federal grant in Program Year (PY) 1990, and $30,606,260 in PY 1991, to administer all JTPA programs (Minnesota Department of Jobs and Training). These figures include state and administrative costs and funds carried over from the previous year. Funds for PY 1990, breakdown as follows:

1. Title IIA programs received $18,508,029,
2. Title IIB programs received $7,318,422, and
3. Title III programs received $3,499,322.

Funds for PY 1991 breakdown as follows:

1. Title IIA programs received $19,070,724,
2. Title IIB programs received $7,384,159, and
3. Title III programs received $4,151,377.

The Summer Youth Program (Title IIB) received an additional $5.5 million federal allocation because of special anticipated needs for PY 1991.

The JTPA grant is made to the governor, who is the primary administrator of the funds. The Governor's Job Training Council advises the governor on the distribution of JTPA funds. The Governor's Job Training Council has 20 members who represent:

1. Business and industry,
2. The Legislature,
3. Local governments,
4. The labor movement,
5. Community-based organization, and
6. Local education organizations.

The Minnesota Department of Jobs and Training is the state administrative entity for Job Training for the Disadvantaged (Title IIA), Summer Youth Programs (Title IIB), Dislocated Worker Programs (Title III), and Veterans (Title IV-C). The Minnesota Department of Jobs and Training allocates funds to the 17 SDAs that oversee the local delivery of job training programs.

JTPA - Title IIA

Although not a requirement, most JTPA programs use vocational technical education or some related support services to assist recipients with training. The three JTPA programs under Title IIA impacting the vocational delivery system are:

1. Adult and Youth (Basic Program),
2. 3 Percent Older Worker, and
3. 8 Percent Education Coordination.

Some of the services participants of the IIA programs may receive are:

1. Assessment and career counseling,
2. On-the-job training,
3. Classroom training in an educational institution,
4. Job search assistance and placement,
5. Basic skills education,
6. Work experience, and,
7. Support services, including child care and transportation.

Table 11: PY 1990 Performance Standards*--IIA Programs

Adult Programs	Actual	Federal Standard
Follow-up Employment Rate	69.4%	60.6%
Follow-up Weekly Earnings	$ 269	$ 209
Welfare Follow-up Weekly Earnings	$ 269	$ 209
Welfare Follow-up Employment Rate	64.5%	53.4%
Youth Programs		
Youth Entered Employment Rate	57.5%	46.9%
Youth Employability Enhancement Rate	38.7%	33.4%
Percent of Youth and Adults that are Public Assistance Recipients	67.2%	49.5%

Table 12: Program Year 1991 Performance Standards*--IIA Programs

Adult Programs	Actual	Federal Standard
Follow-up Employment Rate	68.2%	60.4%
Follow-up Weekly Earnings	$ 266	$ 235
Welfare Follow-up Weekly Earnings	$ 260	$ 236
Welfare Follow-up Employment Rate	65.4%	53.4%
Youth Programs		
Youth Entered Employment Rate	55.3%	49.2%
Youth Employability Enhancement Rate	43.1%	28.2%
Percent of Youth and Adults that are Public Assistance Recipients	58.8%	49.5%

*Standards are established at the federal and state level for IIA programs. Actual figures were above standards in all categories for PY 1990 and PY 1991 as reported by the Minnesota Department of Jobs and Training (1993).

Explanation of Terms for JTPA Program Tables. Following the description of each program for Program Year 1990 and for Program Year 1991 are "Outcomes" (related to participant retention in the program and placement in jobs) and "Funding" (related to dollar amount invested in program). The "Outcomes" section includes:

1. The number of participants enrolled during the program year,
2. The number of participants who terminated during the program year--participants may have terminated the program for any number of reasons, for example, finished the program, to accept employment, or may have "just quit",
3. The number of participants who accepted employment,
4. The percentage of participants who terminated for any reason to accept employment which is equal to the "number placed" divided by "number terminated",
5. The average dollar amount earned per hour by participants who accepted employment and,
6. The average number of weeks of participation in the program.

The "Funding" section gives:

1. The total dollar amount invested into the program,

2. The cost per person for those actually placed in a job which is equal to the "total expenditures" divided by "number placed",

3. The "Combined Annual Income of Participants Placed" which was calculated by multiplying "Average Wage at Placement" by "# Placed" by 2,080 (number of hours worked during one year in a 40 hour per week job).

JTPA Title IIA Adult and Youth (Basic Program)

The Adult and Youth program, also called the Basic Program, is the major JTPA activity and claims the greatest share of JTPA funds. It provides job training and placement assistance to adults and young people who meet income guidelines. Seventy-eight percent of the Title IIA grant that the state receives from the federal government is allocated by formula to the 17 SDAs for service.

Table 13: JTPA Title IIA Adult and Youth (Basic) Program for PY 1990

Outcomes		Funding	
Number Enrolled	17,913	Total Expenditures	$ 14,904,717
Number Terminated	9,404		
Number Placed	6,263	Cost Per Placement	$ 2,385
Percentage Placed	66.6%		
Average Wage at Placement	$ 6.64	Combined Annual Income of Placements	$ 86,499,546
Average Weeks Participated	31.9		

Table 14: JTPA Title IIA Adult and Youth (Basic Program) for PY 1991

Outcomes		Funding	
Number Enrolled	15,884	Total Expenditures	$ 16,416,605
Number Terminated	9,799		
Number Placed	6,013	Cost Per Placement	$ 2,730
Percentage Placed	61.4%		
Average Wage at Placement	$ 6.49	Combined Annual Income of Placements	$ 81,170,690
Average Weeks Participated	40.0		

JTPA Title IIA, 3 Percent Older Workers Program

The 3 Percent Older Workers program targets eligible participants who must be 55 years of age or older and who are economically disadvantaged. The intent of this program is to assure training and placement of older individuals in employment opportunities with private business concerns.

Available funding for the 3 Percent Older Workers program is allocated through a statewide competitive RFP process. Eligible applicants include: SDAs, public agencies and incorporated private non-profit and for-profit organizations.

Table 15: JTPA Title IIA 3 Percent Older Workers for PY 1990

Outcomes		Funding	
Number Enrolled	496	Total Expenditures	$ 548,325
Number Terminated	496		
Number Placed	236	Cost Per Placement	$ 2,323
Percentage Placed	47.6%		
Average Wage at Placement	$5.90	Combined Annual Income of	$ 2,896,192
Average Weeks Participated	*	Placements	

* Information not available.

Table 16: JTPA Title IIA 3 Percent Older Workers for PY 1991

Outcomes		Funding	
Number Enrolled	612	Total Expenditures	$ 567,366
Number Terminated	360		
Number Placed	269	Cost Per Placement	$ 2,109
Percentage Placed	74.7%		
Average Wage at Placement	$6.43	Combined Annual Income of	$ 3,597,714
Average Weeks Participated	17.8	Placements	

JTPA Title IIA: 8 Percent Education Coordination Program

Eight percent of Minnesota's total JTPA grant is "set aside" for educational services, such as remedial education, vocational education or customized training. Funds

are administered jointly by the State Board of Technical Colleges and Community Based Services. Close coordination is encouraged between schools and job training centers that work with program participants.

Eight percent of the Title IIA grant that the state receives from the federal government is allocated by formula to the 17 service delivery areas for services in the 8 Percent Education Coordination Program.

Table 17: JTPA Title IIA 8 Percent Education Coordination Program for PY 1990

Outcomes		Funding	
Number Enrolled	2,356	Total Expenditures	$1,148,770
Number Terminated	1,552		
Number Placed	342	Cost Per Placement	$ 3,359
Percentage Placed	22.0%		
Average Wage at Placement		Combined Annual Income of Placements	$4,296,614*
Adult	$ 6.68		
Youth	$ 5.40		
Average Weeks Participated			
Adult	23.9		
Youth	24.3		

* Based on wage of $6.04 (average of adult and youth average placement wage).

Table 18: JTPA Title IIA 8 Percent Education Coordination Program for PY 1991

Outcomes		Funding	
Number Enrolled	1,670	Total Expenditures	$ 1,250,027
Number Terminated	1,055		
Number Placed	328	Cost Per Placement	$ 3,811
Percentage Placed	31.1%		
Average Wage at Placement	$6.69	Combined Annual Income of Placements	$ 4,564,186
Average Weeks Participated	47.4		

JTPA Title IIB Summer Youth Program

The purpose of Title IIB is to provide services to youth by enhancing basic educational skills, encouraging school completion and providing eligible youth with exposure to the world of work.

The Title IIB grant that the state receive from the federal government is allocated by formula to the 17 SDAs for services in the Summer Youth program.

Table 19: JTPA Title IIA Summer Youth Program for PY 1990*

Number Enrolled	5,413
Total Expenditures	$ 7,403,015
Cost Per Enrollment	$ 1,368

Table 20: JTPA Title IIA Summer Youth Program for PY 1991*

Number Enrolled	8,537
Total Expenditures	$ 12,441,630
Cost Per Enrollment	$ 1,457

* The format for Tables 19 and 20 has been changed to reflect the nature of the program which is to help youth learn job skills during the summer months.

JTPA Title III Dislocated Worker Program

The dislocated worker program serves individuals dislocated from long held jobs because of factors like changes in technology, consumption and competition.

Unlike JTPA Title IIA, which has 17 SDAs, the Title III dislocated worker program has 11 sub-state area grantees. Resources for program activities are allocated by formula. In addition, resources are available to community-based organizations for large dislocations on a case-by-case basis.

Table 21: JTPA Title III Dislocated Worker Program for PY 1990[6]

Outcomes		Funding	
Number Enrolled	9,103	Total Expenditures	$ 6,580,707
Number Terminated	5,064		
Number Placed	3,751	Cost Per Placement	$ 1,754
Percentage Placed	74.1%		
Average Wage at Placement	$9.13	Combined Annual Income of	$ 71,232,990
Average Weeks Participated	*	Placements	

* Information not available.

Table 22: JTPA Title III Dislocated Worker Program for PY 1991

Outcomes		Funding	
Number Enrolled	10,984	Total Expenditures	$ 5,842,828
Number Terminated	4,320		
Number Placed	3,580	Cost Per Placement	$ 1,632
Percentage Placed	82.8%		
Average Wage at Placement	$ 9.52	Combined Annual Income of	$ 70,889,728
Average Weeks Participated	39.0	Placements	

JTPA Title IV-C Veterans' Employment and Training Program

This program helps to meet the employment and training needs of veterans disabled because of military service, Vietnam-era veterans, and veterans recently separated from the service.

[6] The Department of Jobs and Training provided combined state and federal funding dislocated worker data for Tables 21 and 22.

Table 23: JTPA Title IV-C Veterans' Employment and Training Program for PY 1990

Outcomes		Funding	
Number Enrolled	70	Total Expenditures	$ 131,000
Number Terminated	70		
Number Placed	45	Cost Per Placement	$ 2,911
Percentage Placed	64.3%		
Average Wage at Placement	$5.74	Combined Annual Income of Placements	$ 537,264
Average Weeks Participated	*		

* Information not available.

Table 24: JTPA Title IV-C Veterans' Employment and Training Program for PY 1991

Outcomes		Funding	
Number Enrolled	82	Total Expenditures	$ 127,794
Number Terminated	82		
Number Placed	49	Cost Per Placement	$ 2,608
Percentage Placed	59.8%		
Average Wage at Placement	$7.30	Combined Annual Income of Placements	$ 744,016
Average Weeks Participated	*		

* Information not available.

Conclusion

The programs offered through JTPA aim at training youth, unskilled adults, and dislocated workers for entry or re-entry into the labor force. The Minnesota Department of Jobs and Training is the administrative entity in Minnesota for JTPA programs. The Department of Jobs and Training and 17 SDAs in Minnesota met or exceeded state and federal standards established for JTPA progams.

CHAPTER THREE
COORDINATION BETWEEN PROGRAMS FUNDED UNDER THE PERKINS ACT AND JTPA JULY 1, 1990 to JUNE 30, 1992

The third phase of the evaluation is to determine the adequacy and effectiveness of the coordination that took place between Job Training Partnership Act (JTPA) service providers and vocational technical education from July 1, 1990 to June 30, 1992. It is assumed by both the Perkins Act and JTPA that there is considerable overlap between the missions of vocational education and job training and therefore, the programs assisted under these acts should coordinate their services to better meets the needs of clients. While neither law actually provides a definition of coordination, both provide some instructions and describe some coordination activities that vocational educators and job trainers must perform with each other.

The following chapter outlines some formal and informal coordination activities that occur between vocational and JTPA programs. In addition, the responses of the service delivery area (SDA) administrators, secondary vocational directors, and technical college administrators to a Council questionnaire on coordination are compiled.

Formal State Coordination Responsibilities

Both the Perkins and JTPA acts contain coordination directives to the respective agencies charged with administering programs governed under the acts. The following is an outline of some of the coordination responsibilities of the State Board of Technical Colleges and the Governor's Job Training Council.

State Board of Technical Colleges. The Carl D. Perkins Vocational and Applied Technology Education Act of 1992 says that the State Board of Technical Colleges must:

1. Adopt procedures it considers necessary to implement state-level coordination with the Governor's Job Training Council to encourage cooperation in the conduct of their respective programs.

2. Make the state plan for vocational education available to the Governor's Job Training Council for their review and comment (Perkins Act Section 113).

Governor's Job Training Council. The JTPA charges the Governor's Job Training Council to pursue the following coordination efforts (Section 123 [8] [b]):

1. Recommend a governor's coordination and special services plan,

2. Advise the governor and local entities on job training plans and certify the consistency of such plans with criteria under the governor's coordination and special services plan for coordination of activities under JTPA with other federal, state, and local employment-related programs, including programs operated in designated enterprise zones,

3. Identify, in coordination with the appropriate state agencies, the employment and training and vocational education needs throughout the state, and assess the extent to which employment and training, vocational education, rehabilitation services, public assistance, economic development, and other federal, state, and local programs and services represent a consistent, integrated and coordinated approach to meeting such needs, and,

4. Review plans of all state agencies providing employment, training, and related services, and provide comments and recommendations to the governor, state legislature, the state agencies, and appropriate federal agencies on the relevancy and effectiveness of employment and training and related service delivery systems in the state.

Coordination Strategies

The State Board of Technical Colleges and the Governor's Job Training Council developed the following strategies to enhance coordination between vocational education and job training service providers.

State Board of Technical Colleges. The *State Plan for Vocational Technical Education* for FY 1991 and FY 1992 outlines these strategies for coordination with JTPA.

1. Develop and present, for approval, plans to coordinate dislocated worker programs and services with private industry councils (PICs) and the Governor's Job Training Council.

2. Optimize dislocated worker programs through efficient coordination of Perkins Act funds, matching funds, and JTPA funds.

3. Provide training and support services to economically disadvantaged clients utilizing the administration of formula allocated JTPA funds.

4. Inform target populations of JTPA programs through three annual workshops.

5. Maintain processes for funding new pilot programs to address special needs worthy of JTPA support.

6. Provide new Economic Dislocated Worker Adjustment Assistance Act (EDWAA) orientation training programs at each Minnesota technical college.

7. Develop policies and procedures for implementing the EDWAA program to dislocated workers.

8. Distribute the *State Plan for Vocational Technical Education* to the Governor's Job Training Council for review and comment.

9. Distribute and administer jointly the 8 percent education coordination grants between the State Board of Technical Colleges, the Governor's Job Training Council, and the State Job Training Office (FY 1991, p. 37, FY 1992, p. 23).

Governor's Job Training Council. The Governor's Coordination and Special Services Plan for the Governor's Job Training Coordinating Council for PY 1990 and PY 1991 states that local employment and training plans must describe the roles and respon-sibilities established with local secondary and postsecondary educational agencies to provide education to JTPA clients. The educational services include (a) vocational tech-nical education, (b) year-round remedial and basic education, and (c) pre-employment/ work maturity preparation. These plans must also indicate the kind of linkages which will be established with local education agencies to prevent at-risk youth from dropping out of school and help increase the literacy level of both youth and adults. SDAs are to describe how they plan to evaluate the effectiveness and use the results of these coordination efforts. (Governor's Coordination and Special Services Plan, PY 1990, PY 1991.)

In most SDAs, coordination consists of the local SDA acting as a referral and service coordination agency to help clients use local educational institutions, human services offices, and community-based organizations. The relationships between SDAs and local agencies and educational institutions occur on both a formal and informal basis and are generally on-going. These relationships are generally multi-dimensional with SDAs, human services offices, local schools, and community-based organizations referring clients to each other depending on their needs and goals. Each sees the other as both customer and service provider. Some SDAs have offices in the local technical college or human services office.

Coordination Achievements for PY 1990-1991, FY 1991-1992. Sixty percent of the education coordination funds authorized by section 123 of the JTPA were allocated directly to SDAs. In accordance with the JTPA, cooperative agreements were developed between the State Board of Technical Colleges, each SDA administration, and local education agencies to support vocational technical education and job training activities. This agreement consisted of a local plan of activities to be conducted during a given program year. Educational services usually consisted of individuals receiving (a) specific occupational training, (b) basic education in reading and mathematics, (c) English as a second language (ESL), and (d) remedial education leading to a general equivalency degree program (GED).

Section 123 of JTPA also calls for the implementation of special projects. In Minnesota, special projects frequently focused on pre-employment and basic job skills training. Full occupational retraining is not always possible until remedial activities, career assessment, and counseling activities have been completed. The JTPA Unit of the State Board of Technical Colleges is involved in numerous contacts with the private sector, especially Minnesota's computer industry which experienced major lay-offs. Minnesota's technical colleges have been involved in coordinated assessment, occupational skills training, and job placement efforts for laid-off workers.

8 Percent JTPA Education Coordination Funds. The following tables categorize the 8 Percent JTPA Education Coordination Funds:

Table 25: 8 Percent JTPA Education Coordination Funds for PY 1990, FY 1991

	Formula*	RFP**	Total
Total Funds Allocated	$ 956,276	$ 280,000	$ 1,236,276
Total Funds Expended	$ 905,489	$ 241,737	$ 1,147,226
Total Matching Funds Obtained	$ 1,570,924	$ 548,904	$ 2,119,828
Number of Funded Programs	17	13	20
Number of Program Participants	1,302	882	2,184

Table 26: 8 Percent JTPA Education Coordination Funds for PY 1991, FY 1992

	Formula*	RFP**	Total
Total Funds Allocated	$ 1,008,998	$ 350,000	$ 1,358,998
Total Funds Expended	$ 928,979	$ 321,047	$ 1,250,026
Total Matching Funds Obtained	$ 2,060,867	$ 671,047	$ 2,731,914
Number of Funded Programs	17	12	29
Number of Program Participants	1,648	381	2,029

* For Tables 24 and 25, the target population for the 8 Percent Funds allocated by formula are public assistance recipients.
** For Tables 24 and 25, the target population for the 8 Percent Funds allocated through RFPs are: (a) Single parents, (b) public assistance recipients, (c) minorities, (d) persons with disabilities, (e) high school drop-outs, (f) criminal offenders, (g) displaced homemakers, (h) limited English speakers, (i) farmers in crisis, (j) at-risk youth and/or those who read below the seventh grade level (Performance Report for FY 1992, pages 23-25).

The data for the 8 Percent Education Coordination Funds describes educational programs which usually consisted of individuals receiving (a) vocational education for a specific occupational area, (b) basic academic training in reading and mathematics skills, (c) ESL services, and (d) remedial education leading to a GED.

In Minnesota, the Governor's Job Training Council approves a plan in which the education coordination funds are used to serve persons with special needs. Through a competitive request for proposal (RFP) process, educational organizations and SDAs must jointly submit proposals on how they will use the education coordination funds to serve persons with special needs. Special needs organizations and community-based organizations (CBOs) were encouraged to join in submitting these program proposals. In the administration of the 8 percent education coordination funds, the State Board of Technical Colleges acted as an advocate/ombudsman between SDAs and 200 post-secondary institutions, community based organizations and secondary schools in Minnesota (Performance Reports FY 1991 pages 9-12 and FY 1992, pages 23-25).

Dislocated Worker Programs. In 1988, JTPA's Title III Dislocated Worker Program became a new law called EDWAA. The federal government also enacted the WARN notice provision which requires employers to notify the U.S. Department of Labor if a plant closing or mass layoff is imminent. In response to these laws and the increasing dislocation in Minnesota, the Governor's Commission on Economic Dislocation recommended greater flexibility in scheduling, curriculum design, and financial aids in basic and higher education for dislocated workers. Since 1988, the JTPA Unit of the State Board of Technical Colleges has participated in the implementation of both EDWAA and WARN activities in an effort to help retrain dislocated workers so that they can re-enter the workforce as soon as possible. This role resulted in direct services to over 3,000 dislocated workers in Minnesota. The JTPA Unit of the State Board of Technical Colleges continues to staff the Governor's Job Training Council in relation to both the 8 Percent Education Coordination Funds and the Dislocated Workers Program.

In 1991, the JTPA Unit of the State Board of Technical Colleges was selected to operate the only National Retraining Center for Dislocated Workers under an award from the U.S. Secretary of Education. This project aims to develop new strategies and curriculum to retrain workers in both manufacturing jobs and high technology jobs related to the computer and electronics industry which have experienced major lay-offs in Minnesota since 1980.

Cooperative Efforts and the Private Sector. The JTPA Unit of the State Board of Technical Colleges, in cooperation with the National Retraining Center, has been involved jointly with companies such as Unisys Corporation, Northern Telecom Corporation, and Control Data Corporation. These projects have involved helping dislocated workers from these companies assess their job skills, pursue re-training, and find new work comparable to or better than their previous jobs.

Perkins-JTPA Coordination Questionnaire

A questionnaire regarding the coordination of job training and vocational technical education was mailed to the SDA directors, secondary vocational directors, and technical college administrators. Table 27 compiles the questionnaire return rate and Table 28 compiles the conclusion and responses from the questionnaires.

Table 27: Questionnaire Return Rate

Group	Number Sent	Number Returned	Percentage Returned
SDA Directors	17	10	58
Secondary Vocational Directors	55	38	69
Technical College Administrators	34	24	71
Total All Groups	106	72	68

Table 28: Conclusions and Findings from the Questionnaires

Conclusions	Questionnaire Quotes
1. JTPA legislation does not provide a working definition of coordination; therefore, many respondents found it difficult to respond when asked about coordination issues.	1. I need an explanation of what is meant by coordination in order to answer the questionnaire.
2. There is a need to improve the distribution of policy and procedure information for obtaining Perkins and JTPA funds including procedures for coordinating services once programs are funded.	2. Greater public and agency awareness of Perkins' funding and its legislative purpose. It should be easier to identify how to get funds.
3. Eligibility requirements between Perkins and JTPA programs differ making it difficult to coordinate programs.	3. Change JTPA eligibility requirements to coincide with Perkins' economically disadvantaged requirements. I would suggest joint planning at the local level since both programs target at the same audience.
4. Lack of adequate staffing appears to result in ineffective coordination at the administrative level.	4. Need sufficient funding for program administration to have good coordination.

Conclusions (continued)	Questionnaire Quotes (continued)
5. Respondents were evenly divided about whether State Board of Education policies and federal regulations are an obstacle to coordination.	5. No, I don't see that as a problem or recognize conflicts between policies. Yes. We need to know which students are eligible in the first place. I cannot project numbers of clients when I have no idea of how many I have or what the potential student count might be and everything at JTPA is based on numbers.
6. Discretionary Perkins and JTPA funds are often not obtained, or sought because either the respondent is unaware of the process to obtain, or because the paperwork process is too difficult for the sum of money involved.	6. We don't apply for small grants; too complicated. The application process is cumbersome, confusing, and too lengthy. The application itself is repetitive and lacks clarity.
7. Discretionary Perkins and JTPA grants do contribute to coordination, primarily because regulations require specific interagency planning.	7. Discretionary funding contributes to better cooperation when and if the grants are for that purpose. These areas seem to have better coordination because it is a separate grant application requiring more specific interagency planning.
8. Many secondary vocational directors stated that they have little or no direct opportunity for involvement with Perkins or JTPA funding.	8. We don't get involved with joint Perkins-JTPA programs. I am not involved in any JTPA program activities and am unable to answer these questions.

Conclusion

There are a variety of coordination activities that take place between vocational technical education and job training programs. The primary form of coordination involves the technical colleges providing assessment and vocational technical education services to JTPA clients. In addition, expertise is shared at both the state and local level in planning and administering Perkins and JTPA programs. Overall, the goal of coordination should be to provide the highest quality vocational technical education and job training services to those who most need and want them, not administrative efficiency.

CHAPTER FOUR
RECOMMENDATIONS

This chapter presents the recommendations based on the evaluation of the program delivery systems assisted under the Perkins Act and JTPA in terms of their adequacy and effectiveness in achieving the purposes of the two acts. It also addresses specifically the adequacy and effectiveness of the coordination between the two acts.

Recommendation One: Define Coordination. The State Council on Vocational Technical Education recommends that the State Board of Education, the State Board of Technical Colleges, and the Governor's Job Training Council cooperatively develop a working definition of coordination based on exemplary coordination activities.

Rationale: This recommendation was initially made in the Council's Perkins-JTPA evaluation for 1991 (State Council on Vocational Technical Education 1991, p. 79). Neither the Perkins Act nor JTPA legislation define coordination, although both call for coordination to occur. The legislation assumes the need for coordination because of the large number and variety of existing individual federal programs. Coordination is viewed as the best way to avoid unnecessary duplication and overlap of effort. What is needed is a model of coordination activities based on identified exemplary practices.

A portfolio of exemplary practices could be developed that represents a broad range of Perkins-JTPA coordination activities from the classroom to the state agency. The emphasis should be on developing a range of possible coordination activities, rather than several examples of the same activity. Coordination activities might include such events as sharing board members and joint planning groups. Documentation of how the coordination activities avoid unnecessary duplication and overlap of effort while providing the needed services should help others to begin to coordinate Perkins and JTPA services or improve their current coordination efforts. A definition and model of coordination would also be useful for staff development. Staff could learn about, tailor, and apply these successful models in their local areas.

Finally, a definition and model of coordination would provide criteria upon which programs could be evaluated. This would improve Perkins-JTPA evaluations because specific criteria could be compared over time. This longitudinal evaluation process would measure and encourage the continuous improvement of coordination.

Recommendation Two: Role of Perkins and JTPA Funding in High Schools. The State Council on Vocational Technical Education recommends that the State Board of Education, the State Board of Technical Colleges, and the Governor's Job Training Council improve the knowledge and skills of secondary vocational directors in obtaining and using both Perkins and JTPA funds.

Rationale. Secondary directors surveyed reported that they needed more information on how to access JTPA funds. This lack of information hampers their ability to obtain JTPA or Perkins funding. This was implied when a number said they get little or no JTPA or Perkins funding. Deliberate training of secondary director respondents on the availability, eligibility, and purpose of Perkins and JTPA funds would increase the ability of secondary vocational directors to obtain funding under these acts.

Recommendation Three: Regarding Advisory Committee Membership. The State Council on Vocational Technical Education recommends that (a) the technical colleges appoint representatives of private industry councils (PICs) to serve on their general and program advisory committees, and (b) PICs encourage representatives of the technical colleges to participate in their meetings.

Rationale: This is a recommendation that the Council also made in the Perkins-JTPA evaluations of 1989 and 1991 (State Council on Vocational Technical Education, 1989, p. 77, 1991, p. 79-80). SDA administrators and technical college administrators replied in the survey that some PIC members and technical college staff serve on each others' boards and committees. However, most respondents indicated that participation appears to be low or not well-known. A continued need exists to encourage the participation of representatives on each others' committees so that they share the expertise and knowledge about vocational technical education and job training.

APPENDIX A: QUESTIONNAIRE

STATE COUNCIL ON VOCATIONAL TECHNICAL EDUCATION
366 Jackson Street, Suite 314
St. Paul, MN 55101
TEL: 612/296-4202 FAX: 612/297-7786

PERKINS-JTPA EVALUATION QUESTIONNAIRE
Technical College Administrators
Secondary Vocational Directors

The purpose of this questionnaire is to assist the State Council on Vocational Technical Education in evaluating the coordination of programs funded through the Perkins Act and the Job Training Partnership Act (JTPA). The biennial evaluation is required by the Carl D. Perkins Vocational Act and covers the period July 1, 1990 to June 30, 1992 (Program Years 1990, 1991).

In conducting the biennial evaluation, **your responses are important to the Council and critical to the outcome of the report**. A completed report is due in to the U.S. Secretaries of Education and Labor at the end of March, 1993. The Council requests that you complete and return this questionnaire in the enclosed, stamped envelope by February 5, 1993. We appreciate your time and thank you for your assistance.

Name_____ **Telephone #**____/_____

Position_____ **Organization**_____

1. a) If you could make only <u>one</u> change to improve the coordination of JTPA and Perkins programs, what would that change be? **Why**? (Your responses should be based on your experience with these two programs prior to the recent JTPA amendments.)

   b) What are the consequences of not implementing your suggestion given above regarding coordination of JTPA and Perkins programs?

2. Does the use of state board policies and federal regulations affect your ability to coordinate jointly the delivery of client programs and services with secondary and postsecondary institutions? (Joint coordination should include the planning, implementation, and evaluation of programs and services.) Please explain.

2. (Alternate phrasing was developed for this question to more appropriately match the language used by SDA Administrators): Does the use of JTPA performance standards affect your ability to coordinate jointly the delivery of client programs and services with secondary and postsecondary institutions? (Joint coordination should include the planning, implementation, and evaluation of programs and services.) Please explain.

3. How do the discretionary Perkins (e.g., Equity, CBOs) and JTPA (e.g., 8 percent Title IIA, 3 percent Title IIA) funds distributed through RFPs contribute to the joint planning, implementation, and evaluation of client programs and services among local training and service providers?

4. List the members of your private industry council who serve on technical college or community based organization advisory committees or boards:

Name	Committee or Board Name

Please complete and return this questionnaire by February 5, 1993 to the:

STATE COUNCIL ON VOCATIONAL TECHNICAL EDUCATION
366 Jackson Street, Suite 314
St. Paul, MN 55101
TEL: 612/296-4202 FAX: 612/297-7786

APPENDIX B: ACRONYMS

The following is a list of acronyms that were used in this report:

Board - Minnesota State Board of Technical Colleges (SBTC).

CBO - Community Based Organization.

EDWAA - Economic Dislocated Worker Adjustment Assistance Act.

ESL - English as a second language.

FY, PY - Fiscal year and program year - both FY and PY define a 12-month period from July 1 - June 30. However, a PY is defined by the year in which it begins, and a FY is defined by the year in which it ends. For example, PY 1990 begins on July 1, 1990 and end on June 30, 1991, whereas FY 1990 begins on July 1, 1989 and ends on June 30, 1990.

GED - General equivalency diploma.

GJTC - Governor's Job Training Council. Required by JTPA to advise the governor on the planning and coordination of employment and training activities in the state.

JTPA - Job Training Partnership Act of 1982 - Focuses on job training for the eco-nomically disadvantaged.

Perkins Act - Carl D. Perkins Vocational Education Act of 1984.

PIC - Private Industry Council - The group of persons within each service delivery area appointed to plan, oversee, monitor and review JTPA programs in coordination with local elected officials. The majority of PIC members are from the private sector, while others represent education, labor, rehabilitation, community-based organizations, economic development organizations, and Job Service.

PY - Program year - See FY, PY, above.

RFP - Request for Proposal.

SDA - Service Delivery Area - Geographic area within which PICs administer JTPA programs on a local level. Minnesota has 17 SDAs.

SBTC - State Board of Technical Colleges - The governing body overseeing Minnesota's system of technical colleges.

APPENDIX C: PROJECT COMMITTEE ON THE PERKINS-JTPA EVALUATION

Mr. Loren P. Boyum, Director of Secondary Vocational Education, Mid-State Education District, Little Falls

Dr. James M. Brown, Associate Professor and Director, Minnesota Research and Development Center for Vocational Education, University of Minnesota, Twin Cities Campus

Mr. Leo G. Christenson, Senior Planner, State Council on Vocational Technical Education, St. Paul

Dr. George H. Copa, Professor and Chairperson, Department of Vocational and Technical Education, University of Minnesota, Twin Cities Campus

Ms. Joan Davis Feickert, Administrative Fellow, State Council on Vocational Technical Education, St. Paul

Ms. Brenda M. Dillon, Administrative Fellow, State Council on Vocational Technical Education, St. Paul

Mr. James Korkki, Acting Director JTPA, Minnesota Department of Jobs and Training, St. Paul

Mr. John Lobben, Executive Vice President, Hennepin Technical College, Plymouth

Kenneth L. Eggert, Director of Student Support Services, Hennepin Technical College, Plymouth

Dr. John W. Mercer, Executive Director, State Council on Vocational Technical Education, St. Paul and Committee Chair

Ms. Jessie Montaño, Core Team Leader, Minnesota Department of Education, St. Paul

Mr. Bruce Nauth, Manager, JTPA/Education Coordination, Minnesota State Board of Technical Colleges, St. Paul

Mr. Thomas Norman, Director, Dakota County Employment and Training Center, Rosemount

Mr. Edward Retka, Program Coordinator, Minnesota Department of Jobs and Training, St. Paul

Ms. Julie Smith, Director, Duluth Private Industry Council, Duluth

Ms. Kay Tracy, Director of Youth Programs, Minnesota Department of Jobs and Training, St. Paul

Mr. Nicholas L. Waldoch, Service Team Member, Cities of the First Class, Minnesota Department of Education, St. Paul

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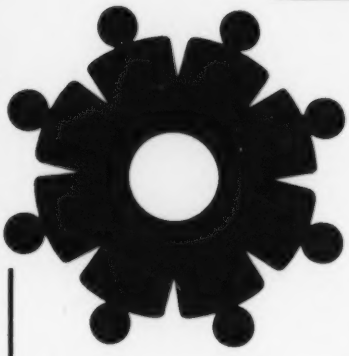

The logo of the State Council on Vocational Technical Education is an abstract representation of the citizen-councilors assembled at a round table. Designed by a commercial art student at Alexandria Technical College, the design was selected in 1982 from 69 entries submitted by vocational students in Minnesota's high schools, secondary cooperative centers, and technical colleges. The Council made its selection on the basis of a recommendation by a panel of representatives from the graphic arts, public relations, and media industries in Minnesota.

Purpose of the Council

The State Council on Vocational Technical Education is designed to further public-private collaboration for the advancement of quality vocational programs responsive to labor market needs. Established in 1969 and designated as a state agency in 1985, the Council comprises 13 members appointed by the Governor. Seven members represent the private sector interests of agriculture, business, industry, and labor. Six of the members represent vocational technical education institutions, career guidance and counseling organizations, special education, and targeted populations.

The Council advises the Governor, the State Board of Technical Colleges, the State Board of Education, the Governor's Job Training Council, the business community, the general public, and the U.S. Secretaries of Education and Labor. The Council advises on development of the annual state vocational plan; provides consultation on the establishment of program evaluation criteria and state technical committees; analyzes the spending distribution and the availability of vocational programs, services, and activities; reports on the extent to which equity to quality programs is provided targeted populations; recommends procedures to enhance public participation in vocational technical education; recommends improvements that emphasize business and labor concerns; evaluates the delivery systems assisted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA); and advises on policies that the state should pursue to strengthen vocational technical education, as well as initiatives that the private sector could undertake to enhance program modernization.

To enhance effectiveness in gathering information, the Council holds at least one town meeting each year at which the public is encouraged to express its concern about vocational technical education in Minnesota. To enhance its effectiveness in providing information, the Council publishes a quarterly newsletter, an annual directory, and a biennial report. These publications as well as project and activity reports are available to the public.

Information on the date, time, and location of meetings and other activities is available by calling the Council Offices at 612/296-4202.

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